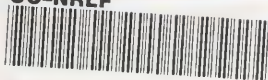


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A COMMUNITY PLAN IN CHILDREN'S WORK

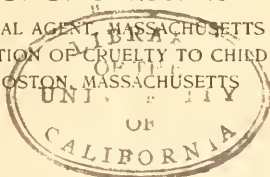
A REPORT PRESENTED AT THE
NATIONAL CONFERENCE OF CHARITIES
AND CORRECTION

BALTIMORE, MARYLAND, MAY 16, 1915

BY THE CHAIRMAN OF THE CHILDREN'S COMMITTEE

C. C. CARSTENS

SECRETARY AND GENERAL AGENT, MASSACHUSETTS SOCIETY FOR THE
PREVENTION OF CRUELTY TO CHILDREN
BOSTON, MASSACHUSETTS



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THE NATIONAL CONFERENCE OF CHARITIES AND CORRECTION

The address printed in this pamphlet is one of the 116 delivered at the 47 different sessions of the Forty-Second National Conference of Charities and Correction, which was held at Baltimore for a week in May, 1915. This Conference is an outgrowth of the Social Science Association, and was originally a gathering of the few members of state boards of charities which were in existence in the '70's. Its membership now represents every variety of social service activity, voluntary and governmental, and every shade of religious and social opinion. Anyone interested in its objects is eligible for membership, and all members are entitled to its Bulletins and volumes of Proceedings.

Many of the social reforms now well established in America were first advocated at this Conference, which exists to discuss social problems and disseminate information with regard to them but does not formulate platforms.

The sessions of 1916 will be held at Indianapolis. Annual membership for those who join in 1915, \$2.50; after January 1, 1916, \$3.00; sustaining membership, \$10.00.

Address for further information about publications, membership, program of the next Conference, etc.,

WM. T. CROSS, *General Secretary*,
315 Plymouth Court, Chicago, Ill.

FOREWORD

In response to a general desire to obtain copies as early as possible the Russell Sage Foundation has decided to print three remarkable papers read at the National Conference of Charities and Correction in Baltimore; one by Mr. C. C. Carstens of Boston on "A Community Plan in Children's Work," one by Mr. J. Prentice Murphy of Boston on "A Study of Results of a Child-Placing Society," and one by Mr. William J. Doherty of New York on "A Study of Results of Institutional Care."

Single copy of one pamphlet will be furnished on request; additional copies at five cents each; ten or more copies at three cents each.

A COMMUNITY PLAN IN CHILDREN'S WORK.

I. AN OUTLINE OF THE TASK.

The diversity of race, of social interests and of political development, which is almost the most important feature to be noticed when we come to examine carefully the political and social institutions of the United States, have led to a diversity in children's laws and children's institutions that is to the casual student and beginner in social work, positively bewildering. While this diversity yields somewhat, upon more careful analysis, it is none the less so great that at the various conferences of this and other bodies, it would seem as though we were not all speaking the same language.

Long steps have been taken in the development of a national spirit, and our social institutions are beginning to feel an impetus leading them also to consider ways and means that are national in their form and scope if not federal in their scheme of organization. Diversity of interests and of method are, however, not all to be decried. A uniformity of method may be a dead uniformity; a diversity of method may become a vital striving after standards and results that are alive to the needs of the day and successful in meeting them.

In the development of children's work in the United States, it is the opinion of many who have been active in one or the other phase of the subject, that the time has come for giving shape to some general plan which shall have gathered together the successful experiences of various states and cities, shall weave them into a harmonious whole and make it possible for those who are working at the development of our various institutions in our newer communities, or who are interested in reshaping the children's institutions of the older states, to see what various forms of service it is necessary for communities to provide for the proper safeguarding of the children's interests. This is in a measure a pioneer task although much social history has already been written in separate chapters, and considering the subject as a whole only certain fundamentals of the questions involved can be presented, for a thoroughgoing treatment would mean the writing of volumes, for which the Chairman of this Committee has not been chosen and for which he does not claim to have the necessary knowledge nor any particular aptitude.

II. ITS DIFFICULTIES.

To present to this Conference a consistent plan for the care and protection of children might without very much hazard be undertaken by any student of the social sciences gifted with a constructive imagination, but baffling difficulties arise on all sides when one comes to shape a plan for the whole country which will have regard for the natural development of our institutions, disregard their idiosyncrasies, and seek to utilize the successful experience of one community in the re-shaping of the next.

Two alternative methods presented themselves for the shaping of this Committee Report. First, the report might be a composite of the opinions of the various members. It was not too much to expect that if a report could have the backing in all its details of all the members of this Committee, it would become the starting point in the development of many new children's institutions. It soon became apparent, however, that to accomplish this would require much more than a year's time, many personal conferences, and would then perhaps remain little better than a piece of patchwork. The other alternative therefore had to be chosen. The Chairman has drafted the report but has availed himself of the ideas and suggestions of the other Committee members, has incorporated them in many

instances into the warp and woof of the structure, and has sought to make it one consistent whole, but because of that fact, it is the Chairman's view of the proper development rather than that of any other single member.

While your Chairman has sought and obtained through conference and correspondence many valuable suggestions from members of the Committee and others interested in the general proposal to which this report is devoted, it was inevitable that differences of opinion should arise in the minds of some of the Committee members as to the wisdom of certain proposals or the amount of emphasis laid upon definite details. The Chairman therefore must assume sole and complete responsibility for the suggestions and conclusions of this report, though he by no means deserves sole credit for their content since thoughts and suggestions made by others have been again and again incorporated.

III. FUNDAMENTAL PRINCIPLES.

The history of child-helping work has been but one phase, though an important one, of the development of our social institutions. It shares with other social organizations certain principles that would seem to be fundamental in all of our communities' activities. A few of the most important of them follow. While they are themselves still subject to question by some who are engaged in social work, they are now accepted by the majority as almost axiomatic.

1. As an administrative area, the nation as a whole and the federal government acting for it as its administrative machine, has but a limited use. Investigation, publicity and community education seem to have been the federal government's work up to this time, although there is a clearly marked tendency to enlarge the scope of the federal powers. The Federal Children's Bureau is the most recent development of the nation's interest in work for children, and the development of its program deserves the interest and helpful co-operation of all the children's agencies throughout the land.

2. The state is the most useful area for the development of standards and machinery in the care of children of whatever type. In populous areas the county may well assume certain administrative functions, or, in a dense population, the city. In certain New England states the town or a union of towns and, in certain sparsely populated states, a union of counties may serve this purpose.

3. Subject to the limitations which the federal and state constitutions have for the time being established, there is no task which the community in its public capacity may not undertake and under certain circumstances should not undertake. The trend of social thought is clearly in the direction of broadening the interests and activities of the community in its public capacity. There are still those among us who would go slow in helping on such a development, but there are only a few who will now deny the public the right to undertake all forms of child-helping work when it is done ineffectively or not at all from private resources.

4. For the near future public boards or departments should devote themselves to such children's work as is based on principles that are well established, require the more permanent care, are more general in their application or contain an element of compulsion or control, while private organizations should seek development in directions that are more experimental, require more temporary care, are more unusual in their application or are carried on with the co-operation of the families benefited.

5. The division of responsibility in the care of children caused by the granting of public subsidies to private charity or by adding public officials to private boards of trustees, is against good public policy. Of all the principles that this report is

undertaking to state, this one is likely to arouse the most controversy, for theory and practice are in this respect the farthest apart, but while there are sometimes compelling reasons for entering into a plan of public subsidies to private charities or for continuing it under certain circumstances, this is rarely done without embarrassments to both public and private interests.

6. When a private organization has clearly demonstrated the value of an experiment, it is in the community's interest that such a service, in order that it may have a wider application or be rendered in a larger area, be extended to the state as soon as the state is in position to equip itself for such service. All too frequently private societies are still standing in the way of the public's development by seeking to hold on to what as a rule can have only a limited application while under private direction. It is one of the important functions of a private society from time to time to see what functions that it has been undertaking may to advantage be transferred to the state as a whole, in order that the service may be broadened. For the proper development of such work, it may even then be wise that public and private should for a period of time carry on the same or similar tasks side by side.

7. No public or private department in children's work is well equipped without a staff of social investigators and medical and mental experts who have the special education and training for their tasks at least equivalent to the equipment that teachers are expected to have for their tasks. Such a staff must in addition be under the supervision of an experienced social worker. The time has well gone by when anyone with a love of children is any more trained for social work with children or for children than for teaching or for dealing with children's ailments or deficiencies. Special courses of training in children's work are in demand and give emphasis to this principle.

8. The development of a large number of social enterprises in our various communities without much recognition of their inter-relation makes necessary a clearing house for information about social agencies just as a confidential exchange is needed regarding social work with families. State boards of charity or state boards of control would seem to be the natural bodies to turn to for such a service. They are or should be placed in position to get the facts and should be ready to give explicit information to all who have a genuine interest, in order that a community's development in social work may as soon as possible cease to be haphazard. Until the state is able to equip itself to render this service, local and private service should be developed.

IV. CLASSIFICATION OF TASKS.

There came to the attention of one of the Massachusetts child-helping societies the case of a family consisting of a mother with four children, a daughter of 16, a boy of 15, and two younger children, a boy of 13 and a girl of 11. There was also living in the family a man to whom the mother claimed to have been married but who was not recognized by the children as stepfather. The 16-year-old daughter was much above the average in intelligence and interest in the other children's welfare, and it was she who finally brought the matter to the attention of her Sunday School superintendent and through him the services of a private children's society were enlisted. The pseudo-stepfather beat the children, the mother neglected them by leaving them alone days at a time when it was presumed that she was away in another state for immoral purposes. The 15-year-old had some time previously gone off with a neighbor's bicycle on which he had had the ride of his life. The children were brought before the court, were declared neg-

lected and placed in the care of a private society working under the auspices of the church to which they belonged. The question inevitably arises in the treatment of this case: were these children dependent or neglected, and was the 15-year-old boy perhaps a delinquent?

The case problems in children's work if at all complicated involve dealing with those falling in several groups, but for convenience in classification and administration, communities must equip themselves for the care of (1) dependent, (2) neglected, (3) delinquent, (4) defective. Though a child may, in fact, belong in all four classes at one time, there is no advantage in eliminating this classification.

V. DEPENDENT CHILDREN.

Many causes contribute to the membership of this group. Among the most important of them are death, illness or accident, illegitimacy, abandonment or some other social condition which makes the parents or surviving parent unable to provide for them for a temporary or permanent period.

In eleven states, of which Michigan was the leader, a public service has been provided by the state with a state school as the centre. In Massachusetts a department of the State Board of Charity entitled the Division of Minor Wards has furnished this service without a school or any institution. New Jersey has a State Board of Children's Guardians, a similar organization is found in the District of Columbia, and Indiana has county boards of children's guardians. A board somewhat modelled after the New Jersey Board of Children's Guardians with very much enlarged powers seems to be the best type of organization to become the nucleus for the most helpful form of development.

The state board of children's guardians should be an unpaid board of not less than seven persons appointed by the governor, the board to choose its own executive head without political interference, and he in turn to choose his assistants with the approval of the board. This board must equip itself,

(1) To supervise and perhaps to administer public aid to mothers with dependent children in their own homes.

(2) To receive into its care as wards of the state all for whom a petition is filed with it and whom upon social inquiry it seems advantageous to accept as dependents. No court action shall be deemed necessary to make these dependents the wards of the state but they shall not be permanently entrusted to any family or other institution without court proceedings for guardianship or adoption.

(3) To place out or place in institutions for temporary or permanent care all who are dependent for any reason. For this purpose a special staff of trained visitors is needed so that this, which is at present the most important part of a state board of children's guardians' work, may have ample facilities for the task.

(4) To enforce maintenance proceedings against the putative father and to give illegitimate children a measure of the opportunities enjoyed by other children, the board shall become the guardian of all illegitimate children *ipso facto*, and, wherever possible, without removal from the mother.

(5) To offer suitable children for adoption into suitable families. No finer social service can be rendered than fitting an attractive, homeless child into a suitable childless family, but it is difficult to see how a greater wrong could be done a child than to undertake adoption proceedings carelessly.

(6) To become the licensing agency for maternity homes and maternity hospitals and to inspect such institutions. While this service might be attached to various other departments with almost equal justice, the service is distinctively social one and requires the knowledge and experience of child-helping workers.

(7) To maintain a receiving home or homes if needed for children that are not suitable for being placed out, or, if they have been tried in an individual home, to be further placed out.

The state board of charity or state board of control should have supervision of the state board of children's guardians with access to all its records of relief, placement, adoption and inspection. The approval of the state board of charity should be required for the incorporation of all private societies and institutions dealing with children, and such societies and institutions, whether incorporated or not, and the work connected with the placing-out of children under the auspices of these institutions, should be subject to the inspection of this state board of charity or board of control. No more vexing question arises in the proper development of children's work than the relationship which private effort shall sustain to such a public body, but if the principles previously enunciated hold, it would seem to follow that private societies and institutions for dependent children should seek development in providing for the exceptional child problem or for temporary relief. But where the standards of the private organizations are satisfactory, the state should give them as wide an opportunity as possible to develop their own resources and their own methods in selected or in lines parallel to the work of the state board, for the purpose of stimulating interest, developing standards and undertaking new experiments. It will be many years before our public bodies have reached the state in their development where continuity of good standards is assured without having in the state a considerable group of interested citizens who have themselves learned what good standards are and who may become a bulwark for their permanent maintenance in children's work.

VI. NEGLECTED CHILDREN.

The problems of neglect involve instances of physical cruelty, physical or medical neglect, non-support, separate support, desertion of wife and children, immoral conduct, begging on the part of parents or of children, and all the other weaknesses of family life requiring the protection of children that are due to sickness, poverty, ignorance, unemployment, intemperance, feeble-mindedness, or any other cause.

At the present time the work in behalf of neglected children is largely in the hands of private societies that are either entitled humane societies or societies for the prevention of cruelty to children. Since the establishment and development of juvenile courts, these courts are clearly showing a tendency to assume the protection of the child in its home as one of their own functions. The problems of neglect involve (1) those requiring advice, guidance, supervision or threat but not court discipline; (2) those impossible of solution without some court action.

As the work falling in the first group is much more extensive than that of the second, the juvenile court itself does not seem to be the best agency for undertaking all the protective work in behalf of neglected children. It is better that the state board of children's guardians be equipped with a staff of agents to investigate all serious complaints, advise and warn in all instances not suitable for court action, turn over to other co-operating agencies for their supervision the less flagrant instances, and supervise the more flagrant instances of the group through their own agents. These agents should also be entrusted with the investigation and preparation of the cases that require court action under the second group. When in the judgment of the court the children may be returned to the parents on trial, the case may be entrusted to the agents of the state board of children's guardians in a probationary capacity. When, however,

the children must be removed from their parents, they should be committed to the state board of children's guardians to be placed out by them in new family homes or in such institutions as the needs of the child require, either permanently or until such time as the family has reached a satisfactory standard for the child's return.

As with dependent children, so with the neglected,—private societies undertaking child protection should in many communities be encouraged to continue on lines paralleling the protective work of the state board of children's guardians, and should in all communities where such organizations exist, undertake the more educational, experimental and preventive work in the protection of children for the purpose of developing good standards in the communities at large and of safeguarding such standards in the state board of children's guardians. The juvenile court should not be expected to investigate neglect complaints in order that the functions of the court may be kept free for the more distinctive work of probationary care of the delinquent child. Private societies and institutions are rendering excellent service in many instances both in the investigation of complaints and in the successful presentation of cases before the court; but because of that fact they should have no prior claim upon the permanent custody of the child unless they are also equipped to meet a need in a better way than the state itself can meet it. Where private societies ask for the custody of a neglected child, it should be committed to the state board of children's guardians and placed by them in the care of the private society or institution because of their best meeting the need of the individual case in the community's scheme of child protection.

VII. DELINQUENT CHILDREN.

The rural portion of every state as well as every city, town or village should have the services of a court organized and conducted on the established principles of our best juvenile courts. No juvenile court is in position to render satisfactory service without being closely co-ordinated with a domestic relations court or with the domestic relations session of the inferior, district, or common pleas court of the county or district, the two having a joint record system and joint social service. The geographical jurisdiction of the juvenile court should cover a district, a county or a group of counties with sessions in various parts of the district, large enough so that the judge of the court may devote most or all of his service on the bench to juvenile and domestic relations cases.

The probation service of the court should consist of men and women equipped in number and variety sufficient to meet all the needs, paid from public funds and selected by the judge from a list chosen by civil service examinations or approved by a state probation commission. Probation officers should utilize private and volunteer assistance but should not be dependent for the bulk of the supervision of any important group of cases upon such volunteer service. The social service attached to the court should be extensive enough so as to make it possible that all complaints, if it is deemed necessary, be investigated before the matter goes to the clerk of the court for the issuing of warrant or summons, and except in emergency cases no such warrant or summons should be issued without giving the chief probation officer or his deputy an opportunity to investigate.

Commitments should be made to public institutions or departments only; either to one of the various state juvenile reformatories or to the state board of children's guardians, whenever it is deemed best to have a child placed out at once in a new foster home or entrusted by this board to a private society or

private juvenile reformatory. The public juvenile reformatories should serve all parts of the state and should be under the control of one board of trustees. Commitments may be made during minority to this board of trustees who should have the power of sending the child to any one of the institutions under their management. This board of trustees should likewise have the power of transferring children from one reformatory institution to another and if necessary to the adult reformatory, and should have the power of paroling juveniles either by their return to their own families under supervision, or, if the family is unsuitable, to be placed out in another private home.

Whenever a delinquent has been committed to the state board of children's guardians, this board should have wide latitude, without court review or other interference, in determining his disposition, either in a new foster home or, upon their own motion or, upon the application of a private society or institution, in their care, whenever the state board believes that the child's need of discipline and re-education can be best met by the care that such private society or private juvenile reformatory is able to provide. Such private societies or institutions should receive no public funds, and whether incorporated or not, should have all their work subject to the supervision and inspection of the state board of charity.

VIII. DOMESTIC RELATIONS COURTS.

A domestic relations court should be organized to include in its legal jurisdiction all cases involving the domestic relations of the various members of the family as well as all offences committed by adults against children, and should include especially the following cases:

1. Involving cruelty or neglect of children.
2. Of adults contributing to the delinquency of children.
3. Of non-support or desertion.
4. Of separate maintenance and custody or divorce.
5. Of heinous crimes against children.
6. Of complaints of wife against husband, or vice versa.

Only when a domestic relations court has been organized with substantially the above jurisdiction, the juvenile court may advantageously be merged into it so as to become one session of that court, entitled the Juvenile Session of the Domestic Relations Court, the judicial, clerical, investigation, probation, medical and alienist service being the same for both.

When the juvenile court or the judge of the juvenile session of the domestic relations court has made a permanent commitment to the state board of children's guardians, or to the trustees of the juvenile reformatories, the action of either body should not be subject to review by the court. Sufficient power should be given to such bodies to safeguard the parents' interests by absolute discharge or discharge on parole, or when the children's interests require, by making suitable permanent disposition for the child's bringing up.

IX. COUNTY BOARDS OF PUBLIC WELFARE.

A state board of children's guardians requires local administrative agents stationed in various smaller geographical areas. In states or sections of states with a dense or average population, this area should be the county, but where there is a large city or where there is a considerable population in the county outside of the city, it should be dealt with as a separate unit. In sparsely populated states, the unit may consist of several counties. Each of these units should have a local board of public welfare, in general, like the board first organized in Kan-

sas City, to perform the various functions of social service, such as the care of public health, the relief of the poor, education, child protection, probation and recreation. The standards of service provided by this board as far as they would not be embodied in law would be prescribed by the state boards of health, of charity, of education and of children's guardians. The present method of keeping these various services separate has made it possible to keep mediocre public servants at these tasks. The county, which is on the whole the most feasible administrative unit, has for that and other reasons become a discredited department of our government. By centralizing the work and its responsibilities, a better grade of public servant can be hired and the whole social service task so co-ordinated as to render each department much more effective than before.

The county board of public welfare should consist of not to exceed seven members; not more than two to be chosen in any one year. They should be unpaid and chosen by vote of the people as our boards of education are now chosen in most of the cities of the country. This board should choose an executive, not from among their number, who should give all his time to the work and who should choose his deputies and assistants subject to the approval of the local board. The local board of public welfare should act as the agent of the state board of children's guardians in investigating all instances of dependence or neglect, in administering public aid to mothers, and in investigating maternity homes and maternity hospitals, but all children committed to the state board of children's guardians should be placed by agents of the state board and be subject to the visitation of a state department.

X. DEFECTIVES.

1. *Mental Defect and Epilepsy.*

All unprotected idiots, imbeciles, morons and epileptics require commitment before reaching the age of adolescence, but when the community is unable to provide for them all, preference should be given to women and girls of child-bearing age. Such commitments should be made by the juvenile or the domestic relations court for an indeterminate period, and they should be made to that department of the state which has control of mental defectives and should be assigned to the institution best suited to their individual needs. All the homes and private institutions for the care of defectives used in part or in whole should be subject to the inspection of this department of the state. Attached to this department there should be a board of parole from among its membership, clothed with powers of return of the defectives to their own homes under supervision, of placing them out under supervision in other homes, or of absolute discharge. This department should have a staff of trained field workers for the supervision of those on parole and for the development of a detailed program of protection in the various communities of the state, so that the work of the special classes of the public and private schools, the protection that families are able to provide in their own homes for their unfortunate members and the work of the state institutions may be correlated into a complete scheme of community protection.

Delinquents who have been certified as defectives by the alienists attached to the courts should be committed to the same state department for defectives and placed by them in the appropriate institution and be under the control and supervision of that body, to be paroled by them when that board shall be satisfied that they may be safely entrusted to the community.

2. *The Blind.*

The care of the blind is very largely an educational problem and should be entrusted to the state department of education. Every state requires a training school which shall provide them with the training and education for which they are by nature fitted. Such a state school is, however, much more needed for the service of the rural communities than for the training of the blind city child. Each city department of schools should equip special classes in various parts of the city where blind pupils and those having partial sight may go for individual instruction and training and which should not be differentiated from the classes for the seeing, except in the method of instruction, in order that seeing and sightless may as rapidly as possible mingle together on the same basis. This department of education should also provide a staff of workers for after-care and supervision of the blind in their own communities very much as school departments are now beginning to provide for vocational guidance and direction of the seeing who have passed through its schools. Further it should have a staff of social workers for the conservation of eyesight which should have for its purpose the development of preventive measures and the creation of sentiment for the rigid enforcement of laws against ophthalmia neonatorum, against accidents, and other causes leading to blindness.

3. *The Deaf Mute.*

Work for this group of defectives should be under the direction of the state department of education. With this group, as with the blind, an institution for the care and training of children from sparsely populated communities, and public school classes where there are enough children to make this plan feasible, must be developed side by side. Wherever possible the day school plan should be encouraged and the children live at home, in order that they may be differentiated as little as possible from the other members of the community of their own age.

4. *The Crippled Child.*

Every state needs a public institution for the medical care and training of the physical cripple, but his care and training are largely a problem of education and should be placed under the direction of the state department of education. The work of this institution should aim to accomplish three things.

First: That all may be done for the crippled child that medical and surgical science can do to restore him to normal health and stature.

Second: That he may receive all the intellectual training he may reasonably acquire.

Third: That he may be taught habits of industry and may be brought to a position of self-support whenever possible.

Access to such an institution should be made easy and no child should be deemed a pauper because of his admission to such an institution; but the institution is intended to be both a hospital and a training school and not an asylum for cripples. A staff of field workers for vocational direction and placement and for after-care should be provided so that before the cripple has reached his majority he may have been integrated into the community on the self-supporting basis. But, if this has become impossible, he should be transferred to institutions for adult dependents.

XI. INFANT CARE.

No community plan in children's work is complete without making provision for the protection of infants. The success of this work depends upon prompt and accurate birth registration. County and city boards of public welfare should provide nurses for pre-natal work; should safeguard the milk supply and furnish nurses who, in co-operation with physician or midwife, should undertake instructive nursing in the homes of all those who are not under the care of nurses supplied by the families themselves. Private societies for infant welfare may very well undertake the exceptional cases of nursing and of convalescence for mother and child, but no community may consider itself equipped for infant care until it has all the essentials attached to the public service.

XII. MEDICAL INSPECTION.

In this field as well as in a number of others, the interests of the social agency overlap with those of the physician and of the school. Although the schools have undertaken welfare responsibilities, these have not yet become such an integral part of the school program as to call for systematic service on the part of experienced physicians. A careful examination of every school child should be made by an experienced general practitioner at periodical times in the child's school life, not less frequently than once a year, and by specialists when he deems it necessary. The details of such examinations should be recorded for permanent use; the physical needs of the child should be reported to the parents with recommendations; and nurses and school visitors should be entrusted with the task of seeing that the needs be understood by the parents and that as far as possible the remedies be provided.

XIII. CONCLUSION.

Long before this stage in the report has been reached, the conclusion is forced upon us that a community plan which will provide for all the contingencies of child life is so extensive as to reach into almost all the departments of a community's organization. Only some of the most serious aspects have been discussed. The report does not undertake to discuss religious, intellectual, physical, vocational and industrial training and education, amusements, recreation and athletic sports, and a number of other sides of a child's development that are of the greatest importance when we come to consider his whole life; nor has the distinct preventive work of the community, which is beginning to receive great attention from social workers with children, found a place in this program. It is the hope of the Chairman of your Committee that this imperfect presentation may be the beginning of a more adequate statement and that out of this humble beginning there may come an impetus for a children's charter with a series of drafts of laws consistent with each other, to which our various states may turn for direction when they are ready to take steps forward for the better care of the next generation.

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